SOCIAL DEVELOPMENT PLANNING

Dr V. SHANMUGASUNDARAM

Dr J. MIHALIK

DEPARTMENT OF ECONOMICS

UNIVERSITY OF MADRAS

Madras University Dept. of Economics Series — No. 25

GENERAL EDITOR :

Dr V. SHANMUGASUNDARAM
B.A., (Hons.) (Econ), M.A. (Pol Sc.), M. Litt., Ph. D.,
Professor and Head of the Dept. of Economics,
University of Madras - 600005.

SOCIAL DEVELOPMENT PLANNING

SOCIAL DEVELOPMENT PLANNING

By

Dr V. SHANMUGASUNDARAM

B.A., (Hons.) (Econ), M.A. (Pol Sc.) M. Litt., Ph. D.,

Professor and Head of the Dept. of Economics,

University of Madras - 600005.

AND

Dr J. MIHALIK

Bratisslava School of Economics, Czechoslovakia

Visiting Professor, University of Madras, Madras-5.

UNIVERSITY OF MADRAS

1974

First Edition 1974

© University of Madras, Madras, 1974

Price Rs. 6/-

PRINTED IN INDIA
AT AVVAI ACHUKKOODAM, P. V. KOIL STREET, MADRAS-600013.

PREFACE

It gives me particular satisfaction to write this preface to a book on a subject which has been of interest to me over three decades. Even as a studant, at the Presidency College in the early thirties, I believed in education as the indispensable condition of social change for economic progress. Later, in my official career especially as the Director of Public Instruction, I recognised that one of the unnoticed causes of inadequate returns in educational investment was the lack of social motivation. In the absence of favourable social environment and material well-being, children in our educational institutions were not at their best in their studies. Thus, I had the privilege of organising the movement now popularly known all over India as the Mid-day Meals Scheme and serving the cause of education of the under-privileged for economic development of the whole community.

The co-authors of this book, Dr. V. Shanmugasundaram Professor of Economics, University of Madras and Dr. Josef Mihalik of the Bratisslava School of Economics, Czechoslavakia have had opportunities of discussing this vital subject at Seminars and Conferences. Dr. Josef Mihalik was Visiting Professor at the University of Madras during 1973. Earlier he had opportunities to work with the United Nations. Dr. V. Shanmugasundaram is familiar with social development planning both at the Union and the State

levels in India. I am glad that they have joined forces and written this book applying the concept of Social Development Planning to India and to other countries in the world.

I trust that this book will play a pioneering role in the shaping of ideas to usher in a world of social justice and economic equality.

University of Madras,
23 January 1974.

N. D. SUNDARAVADIVELU,
Vice-Chancellor

CONTENTS

		Page
Preface	...	i
Social development planning (*Dr V. Shanmugasundaram*)	...	1 - 22
A Methodological approach to social planning in the developed socialist society (*Dr J. Mihalik*)	...	1 - 52

SOCIAL DEVELOPMENT PLANNING

Dr V. SHANMUGASUNDARAM,
B.A., (Hons.) (Econ), M.A. (Pol Sc.), M. Litt., Ph. D.,
Professor and Head of the Dept. of Economics,
University of Madras, Madras - 600005.

1.0 *Introduction :*

Strategy of Planning has to be both multi-level and multi-functional. Approach to State and District Planning from the spatial standpoint needs social planning. Economic development plans have so far paid only marginal attention to social development problems. Social development plan differs from economic development plan and requires a different calculus of planning. The tools of analysis differ and so too are the concepts. However, social development is as much a pre-requisite for economic growth as is economic development.

In this functional approach to social development planning certain theoretical objectives, methodological issues and outlines of policy are discussed. The Constitution-makers have given specific attention to social planning. The Preamble of the Republican Constitution of India proclaims that the people of India have resolved "to secure to all its citizens, JUSTICE, social, economic and political." The emphasis on social justice precedes economic and even political justice. But in reality social planning is still dormant. The responsibility for both economic and social planning is vested in the Concurrent List of the Constitution

and in reality social functions seem to be the dominant features of the State List along with Social Security and Social Insurance, Employment and Unemployment.*

1.1 *The Approach to Social Planning:*

In contrast to what happens in developed countries, social planning has the additional obstacle of low income equilibrium in developing countries. The transfer of resources from rich to poor is the major policy measure towards social planning in rich countries. It has therefore to be supplemented by instruments which simultaneously engineer economic growth and fair accretions to wealth and income among the sections which experience a high degree of social need. The ethical untenability of inequality of income is now strengthened by the economic necessity for an increased share in the flow of incomes to the lower income groups so as to sustain effective demand and continuously higher standards of living. Aiming at overall social development, our direct concern is with economic variations from the accepted modes of life, whether they have been due to alteration in geographical conditions, in cultural factors or due to the composition of the population, or ideologies. Social development means significant alteration of social structure (i. e., of patterns of social action and inter-action) including consequences and manifestations of such structures embodied in rules of conduct or norms, economic values, and products and symbols.

1.2 The very nature of the problems necessitates that Social Development Programmes are to be multi - pronged. The programme has to tackle fundamental causes arising from sources like physical, psychological, biological, techni-

* (Item 23, List III - Concurrent List: Constitution of India)

cal and cultural. The speed or rate of development is an important factor, for unless the social outlook is changed no solid gain could be had from our development efforts. The forms of development and direction of development have important significance and each particular type of social problem requires a particular form and direction of development programme.

1.3 *Four main theories of Social Development :*

Four main theories of social development have relevance to social development problems considered here. The *first* is the theory of historical materialism. The *second* is that which questions the whole notion of pure economic development and advocates cyclical changes in social order between traditional and modern. The *third* is based on social transformation attributable to advances in technology and social revolution of our time which intensify interest in comparative or cross-cultural studies. All these theories explicitly agree as to the things that we consider desirable and therefore have to be aspired for. In the list of goods and services we can place health, length of life, assurance of the means of living, sustaining social companionship, the respect for one's fellows and some degree or kind of socio-economic power and prestige. The fourth theory relates to Pocock's Studies on Social Planning and throws fresh light on some of the unknown causes of backwardness, the role of pressure groups and traditional obstacles to socio-economic development. The Adi-Dravidas, notwithstanding the theoretical position of equality, even now hesitate to sit together with fellow-citizens because of traditional social distance. However, social and eeonomic development are so closely intertwined that one has to lay bare the scientific remedies present to solve these problems.

Investment in Man :

Investment in man was from the old classical viewpoint, not a very meaningful effort. Many activities were classified as unproductive even though they were skill-forming, like for instance fine arts and education. In recent years investment in human resources is clearly recognised to add to human capital and to the better utilization of physical capital. The large flow of technical aid from developed countries to developing countries has been in the form of educational capital. However, this theory appears paradoxical in the background of the large number of educated — unemployed.

2.1 *Economic Development as a Case of Social Development Planning* :

Welfare Economics has mostly dealt with the problem of individual satisfaction and that of the community or society and sets forth the principles by which the gratification-deprivation equilibria of each are defined and related to each other.

2.2 Serious theoretical problems arise in connection with the translation of changes in economic welfare into overall welfare, happiness or satisfaction for the individual and for the society. The field of welfare economics has tended to be relatively barren both theoretically and as a guide to policy. This is because the economists have long ignored the fact that the starting point for the definition of utility and welfare is the economic significance of objects capable of satisfaction individually or collectively. Only when the value system of the society in institutionalized or developed in accordance with specific exigencies, it is possible to give concrete meaning to the concept of welfare. Defining economic or social welfare in terms of some aggre-

gate of allegedly independent individual's welfare function, is theoretically untenable. The development of individual motivation is highly correlated to social norms and is not an independently—given basis of social values. Therefore issues like preference lists, their representation incardinal form, their relation to community welfare, etc., are theoretically meaningless starting from an inappropriate theoretical base.

2.3 *Reconciliation of Social Tastes :*

Choice and tastes go together. Social tastes can be determined from individual tastes just as we pass from private production function to social production function. But this is not as easy as it is thought to be. Each man has one transformation curve[1] in the realm of production but he has a whole set of indifference curves. Given two commodites of consumption, the indifference curve shows all possible combinations of the two commodities which will give the same amount of satisfaction to the individual. Which of this has to form the basis for the community indifference curve? This involves judgement. To simplify: let an arbitrary selection of individual indifference curves be made one for each member of the community called the prescribed curves. Given a definite amount of all goods except one, what is the minium amount of the remaining good which will be sufficient to bring the individual on his prescribed indifference curve? The answer will give us a point on the Community Indifference Curve (CIC).[2] corresponding to the prescribed set of individual curves. By

1. The essence of transformation curve is to show the productive possibilities of a given input say labour of an individual.

2. There are varying amounts of two goods X and Y, the amount of the others held constant for the society as a whole. X and

varying the amounts of other goods and repeating the procedure, the complete multi-dimensional surface curve can in general be built up.

2.31

Social Indifference Curve construction is an arduous task and is not as easy as the construction of the social production function which is an aggregate of individual production functions. We would circumvent this difficulty by adopting the method of choosing individual indifference

---

Y are positive goods and could extend to productive services. Given any amount of either X or Y it tells us the minimum amount of the other good required to keep each member of the group in his prescribed *indifference curve.*

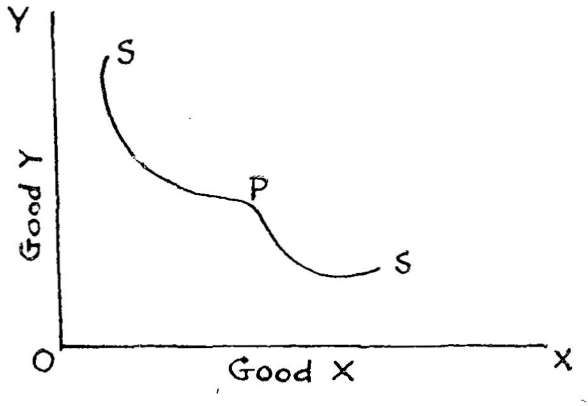


Fig. 1.

SS is the CIC frontier and the conditions which must be fulfilled if the society is to be on its frontier are :

(a) marginal social rate of substitution between any two goods must be the same in the case of each man who consumes both.

(b) if a man consumes one and not both, the rate must be less than it is for those men who do consume them both.

(c) the rates of substitution in both (a) and (b) above must be maximum ones with respect to changes in the distribution of a fixed quantity of goods.

determined by social planning strategy among the set of indifference curves each individual may have. The summation of these give the prescribed social indifference curve.

Since CIC frontier is defined with reference to prescribed levels of well-being for each member of the community which may conform to the minimum social needs prescribed by the Government in the form of a plan or a scheme, lump-sum taxes and bounties may have to be imposed to secure the fulfilment of the prescription.

2.4 *Planned means to achieve beneficial ends by the State Welfare justification :*

Welfare of the members of the economy is dependent on each other's activity and that of the society in general. It is possible under such circumstances that persons in pursuit of their own immediate interest will act in a manner contrary to the interests of others. This results in frustration in general and hence it may be to the mutual advantage to restrict such activities by even coercive measures. Every person will consider himself better off as a result of such a change. Several instruments of state social planning may therefore be coercive in nature and cover any action taken by the state agency or any voluntary body recognised by the State to achieve overall goals of the society.

2.5 *Optimum Social Good :*

The result of any action depends upon the effort taken. Similarly, the welfare of the community during any given period of time is related to the amounts of each of the factors of production, including labour employed in different production units. Through their efforts certain amount of various commodities are produced and consumed. But

the level of consumption depends on the amounts of the different kinds of work performed by each individual in the community during that period of time. The relationship between welfare effect and social effort is studied in the form of Bergson Welfare Function.* The essence of optimum economic welfare function is that welfare of the community depends on the total environment and changes anywhere in the environment will affect total welfare.

---

* A and B denote two kinds of labour, C and D, two factors of production other than labour and X and Y the two consumer goods; this relationship is expressed in the form:

$$W = W(x_i, y_i, a_i^x, a_i^y, b_i^x, b_i^y \ldots$$

$$x_n, y_n, a_n^x, b_n^x, a_m^y, b_n^y, C^x, D^x,$$

$$C^y, D^y, r, s, t \ldots\ldots)$$

Where C^x and D^x are the amounts of non-labour factor of production C and D employed in producing good X, C^y, D^y are amounts of these factors employed in producing commodity Y, x_i and y_i are the amounts of X and Y consumed by the ith individual,

$$a_i^x, \quad b_i^x, \quad a_i^y, \quad b_i^y$$

are the amounts of each kind of work performed by him for each production unit during the period of time, r, s, t are other unspecified factors influencing welfare. They may directly or indirectly affect welfare through their effect on the production of X and Y. Taking r, s, t, as given, the assumption is that the range of values taken by the economic factors x_i, y_i, a_i, b_i etc. is not sufficiently large to affect the non-economic factors r, s, t, we may designate the economic welfare function (E) as:

$$E = E(x_i, y_i, a_i^x, b_{ii}^x\, a_i^y, b_i^y, \ldots\ldots$$

$$x_n, y_n, a_n^x, b_n^x, a_n^y, b_n^y, C^x, D^x, C^y, D^y)$$

2.6 *The Rational of State Policy :*

The characteristic feature of the State is the responsibility for the development of the public wants and coordination of private wants. Therefore it is inherent in the nature of the State that its demands taken as a whole, go through a clarifying process, or are the outcome of intelligent deliberation. Food, drink, clothings, shelter, amusement, social income—these are the primary wants. Private economy is mainly occupied to provide for these private wants. Peace, order, security, culture, relief—these public wants are the higher needs of the society which are mainly served by the public economy.

2.7 *Criteria for Reduction of Income-Inequality :*

That the existing inequalities of income is a social injustice, no one can refute. In order to bring about a better society, it is the primary task to redistribute incomes in such a way that all groups in the society will move above the poverty line. There are three criteria relating to the urgency to reduce inequalities of income: (1) Adequacy (2) Equity and (3) Efficiency.

The ideal distribution of income can be analysed by these three criteria: (1) *Adequacy* is in terms of what is necessary for an individual or family in terms of the minimum requirements in the context of general level of development. (2) *Equity* implies two considerations, (i) the minimisation of discrimination in rates of reward for economically similar efforts, (ii) a sufficient restraining of inequalities of opportunities of access to wealth or opportunities of work. (3) The efficiency criterion suggests a size distribution which would subserve the pure economic goal of growth

in terms of a sustained and significant rise in per capita real output.

The first two criteria are of direct relevence to social development planning and the third criteria has to be harmonised with them.

3.0 *Planning for equitable sharing in Income and Wealth and maximization of social Welfare.*

The reduction of inequalities of income pose many problems. Income inequalities are to be sectorally identified. The causes that have led to such abject inequalities of income are both social and economic. Definite studies both in quantitative and linkage terms would bear out the magnitude of the flow of funds which aggravate the distribution pattern.

3.1 . The foregoing approach towards reduction of inequalities would be the first necessary condition for effective social development planning. Persons unequal in economic status cannot hope for equality in society, just as economic experience has confirmed that economic growth does not necessarily result in equitable sharing of incremental effects and incomes. So too reduction in inequality does not logically result in equal satisfaction between the individuals.

3.2 *Instruments of policy.*

Planned development could ensure supplies of mass consumption goods to conform to the prescribed indifference curves-both individual and aggregate. Planned minimum social needs are in terms of goods and services for the society just as the planned minimum of goods and services for the individual. The social welfare function need not be given by a benevolent dictator. A planframe which under-

lines the production of effective packages of essential goods could move the economic society towards the Bergsonian social welfare function which is formulated by his ideal Statesman. Indifference curve technique—an important tool of analysis, can be utilised to show the possibilities of improvement through social development plans.

The major objective is to improve the standard of living of the society as a whole which is possible only if those in the lower income groups are able to consume and enjoy more of goods and services than at present. The problem can be tackled by simultaneously introducing two changes. viz. (1) an increase in the income (through redistributive policy measures), and (2) subsidises on major food articles. The practical possibility of pushing the social groups to higher levels of satisfaction can be demonstrated diagrammatically also.[1] In short *ceteris paribus*, a

1. Given the income of the individual (or the society) and given the preference pattern between any two goods X &Y(and in the aggregative context all goods and services can be included by taking one good on the X axis and all other goods on the Y axis) social equilibrium is obtained as shown in the following figures.

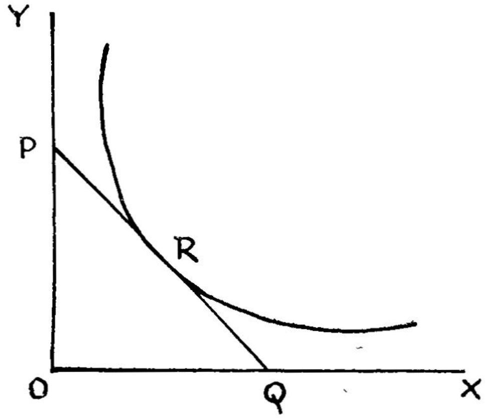


Fig. 2.

judicious combination of redistributive measures and price policy will enhance social welfare.

In figure 2, PQ showing the income price line, the community utility is optimum when it is consuming the bundle of commodities denoted by the point R. A redistribution of income in favour of those classes of people who are below the poverty line is bound to take the society on to a higher indifference curve, the relative prices of goods and services remaining the same as is shown in the figure 3.

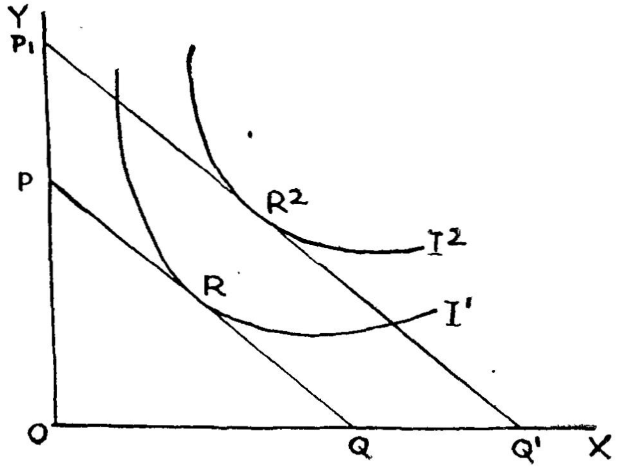


Fig. 3.

Total welfare can further be enhanced by a suitable scheme of subsidies on such of those commodities which form the bulk part of the consumption of the poorer sections of the community and through a change in the relative prices of commodities and services. There are thus possibilities of further pushing the society to higher and higher social indifference curves to reach the goal of the welfare state.

The society moves from the lower satisfaction level to a higher one. The income of the poorer sections can be increased even when national income is not changing through appropriate measure to reduce inequalities of income and the resulting redistribution in favour of the lower income groups. The relative prices also do not

Social development problems can be meaningfully approached if we classify the society into broad sectors like urban and rural or people above poverty line and below poverty line or backward and other depressed classes and the rest of the society etc. A more practical classification for policy purposes would be urban-rural division of the social group. From these two main groups further sub-groups can be identified as follows:

---

change and the increased income is shown by P′ Q′ (Fig. 4) and the particular social group whose income has been raised, moves to a higher indifference curve and is in a better position than before. Added to

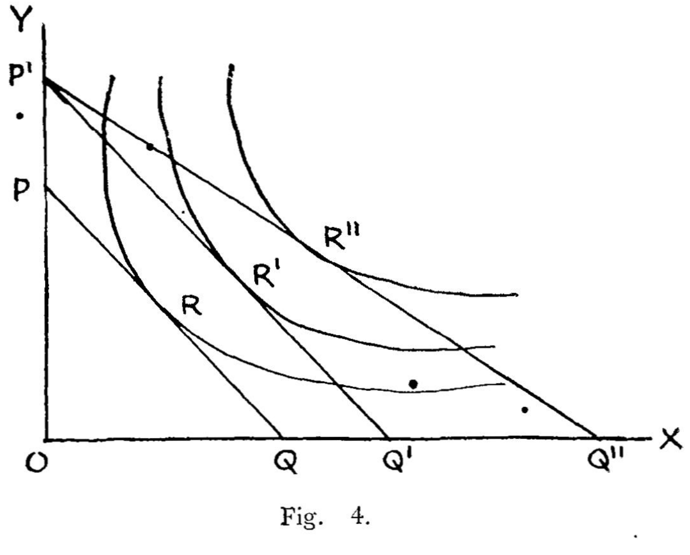
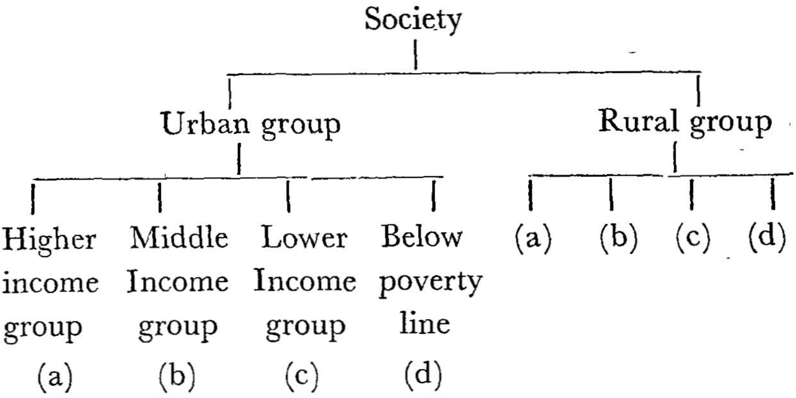


Fig. 4.

these income redistributive measures, the relative price changes can add further to the improvement of the situation. For instance if major item of the commodities consumed by this group is subsidized, the price line changes in such a way that even without any further increase in their income the group moves to a more preferred position R″ on the higher indifference since the original price line P′ Q′ is now changed to P′ Q″ because a sizeable subsidy is given on the commodity X.



or alternatively the sub groups may be according to educational attainment, social status, etc.

3.3 *Illustrations of some identifiable Social Development Categories in Tamil Nadu Economic Accounts.*

An illustration of the categories as given in the Tamil Nadu Budget heads relevant to Social Development planning are: (1) Community Development and Rural Development Programme (2) Tourism (3) General Education (4) Technical Education (5) Cultural Programme (6) Health and Family Planning (7) Water Supply and Sanitation (8) Housing (9) Town Planning and Urban Development (10) Welfare of Backward Classes (11) Social Welfare (12) Craftsmen Training and Labour Welfare (13) Hill area Development Programme and (14) Public Cooperation.

3.31 In the Budget papers of the Government, for the year 1972-'73, out of Rs. 397 crores, Rs. 278 crores pertained to the area of social development planning. The artificial distinction between plan and non-plan outlay is set aside in this calculation. Whatever be the dichotomy, the purpose for which the money spent is more important. However the Annual Plan of the Government of Tamil Nadu for

1972-'73 bears a plan outlay of Rs. 117 crores of which the apportionment of items now suggested to social development planning account for only Rs. 39 crores or 33 percent of the expenditure. Therefore there is urgent need and scope for increasing the expenditure for social development activities. An overall view of the total social outlay is essential to get an idea of the differentiality for effective utilization of human resources.

4.0 *Data Base for Social Development Perspective Planning : 1973-1984.*

For effective social Development Planning reliable information of the present condition is very essential. The required data can be in following form :—

i. Human resources development comprising population, education, health and manpower development.

ii. Income Distribution including institutional changes in respect of asset holdings and income policy—rural-urban differences in income.

iii. Social security such as General Insurance, Health Services, Medical care, Nutrition, Slum Housing, Lower Income Group Housing, care of the disabled and otherpensions, etc.

iv. Outlay for changes in institutional structure meant to reduce social distance between rich and poor, caste and classes, etc.

v. Human environment and ecology, prevention of haphazard industrialization giving rise to social costs, improper use of natural resources, forest wealth, pollution of rivers, dilapidated tanks, wells etc. as health hazards, unhygeinic habits, etc.

vi. Promotion of better citizenry. The development of the all-round personality of the individual as a social being capable of benefitting from social and economic equality and from citizenship in an open society.

The identification of inter-relationships and effective interaction between these facets of social development are necessary to the instrumentality of deliberate planning for social welfare and development.

5.0 *Research and Development :*

The projects and specific programmes for the development of welfare services for inducing social change, amelioration of the social and economic conditions of the backward classes, provision of special services for the welfare of women and children, aged, destitute, etc. are to be launched.

Some of the more important Research and Development Studies which have to be undertaken are :

i. Leisure-time Pursuits

ii. Fundamental studies in Welfare Economics

iii. Cost efficiency in Health and Education

iv. Distribution of Income Studies

v. Work-Leisure Studies

vi. Assessment of the Contribution of Social Development Programmes and Social Development to National Income.

vii. Preparation of Input-Output social matrices for selected sectors.

viii. Development of Data Base Profiles for Social Development Planning.

ix. Short Term and Long Term Social Development Planning techniques.

For a meaningful approach to social development problems intensive studies are required in respect of income distribution, nature and availability of skills, the actual working conditions, the necessary improvements and the scope for keen participation of labour in management. The following dataframes will be helpful in the collection of all relevant information.

4.1 *Income Distribution at the micro estabilishment level.*

Item	Indicator	Unit	Last period 1969—1973	Planned Period 1974—1984
	A. Organised Sector.			
1.	Total income per employee	Rupees		
	(a) — Workers — skilled — Intermediate skilled workers — other personnel			
	(b) of which by social group — weaker sections — others	Rupees		
	(c) of which per-employee taking care of: 1 person 2 persons 3 persons	Rupees		
2.	Total Income per family member	Rupees		
3.	Average wage income of which by social group	Rupees		
4.	Low wages of which by social group	in %		
5.	Structure of wage income in Rs. 150 — 300 301 — 500 501 — 750 751 — 1000 1001 — 2000 2001 and above			
6.	Income from public funds of a factory of which by important items like housing by social groups.			
	B. Unorganised Sector:			
7.	(a) Total workers in the age group 14 to 16 (b) 16 to 18 (c) above 55 years			

4.2. *Balance of Occupations and skill structure of workers*

Item	Indicators / Groups of workers according to skill and Occupation /	*Totat No. workers* initial year 1969—79	End of the Plan period 1974—84	*Total Demand* To cover Increase	To cover planned reductions	To cover Non-Plan Reductions	Total	*Resources to meet the Demand* Education and training in the Apprentice schools	Training on work	Other resources / recruitment of workers outside the factory	Total
	1	2	3	4	5	6	7	8	9	10	11
	Total No. of Workers of which				(A) *maternity*						
1.	High Skilled of which by Occupations				(a) leave taken in months Govt, a/c.						
2.	Skilled of which Occupations				(b) on personal a/c.						
3.	Semi-skilled of which by Occupations				(B) Other Reasons for leave.						
4.	Unskilled of which by Occupations										

4.3 *Improvement of working conditions*

Iteam	Indicator	Unit	Initial year 1972	Plan Period 1974 to 1984
1.	Number of workers in working condition :			
	(a) Normal of which woman			
	(b) Unhealthy, of which women			
	(c) excessive noise			
	(d) ill - lighted			
	(e) ill - ventilated			
	(f) insanitary			
2.	Number of workers doing physically hard work, of which women			
3.	Number of women in night shifts.			
4.	Number of accidents per 100 persons			
5.	Other illness per 100 persons			
	(a) Causiug temporary disability			
	(b) average duration of the above in days			
6.	Pollution :			
	(a) air			
	(b) water			
	(c) environment			
	(d) Other.			

4.4 *Increasing Workers participation in Mânagement.*

Item	Indicator	Unit	Initial year 1969 — 73	Plan period 1974 — 84
1.	*Direct forms of participation in management :*			
	(a) regular production meetings			
	(b) Technical sessions			
	(c) Staff meetings to discuss plan of work			
2.	*Delegated forms of participation in management by unions*			
	(a) participation in economic and production functions			
	(b) involvement in safety work			
	(c) participation in social affairs			
	(d) participation in wage administration			
	(e) cultural activities			

6.0 *Conclusion*

Social development planning implies a high measure of continuous and qualitative appraisal, besides an appreciation of the values of the individuals. The effectiveness of social development is very much dependant on the involvement and the participation of the users of the services and their proper choice of the instruments of policy. Main social development services are as old as the hills and if more sophistication in rendering these services is not forthcoming, we would be left where we are.

6.1 Among the objectives of social development planing are the harmonisation of the conflicting forces of tradition and modernisation, like the village industry and heavy industry. No individual work by itself can resolve these conflicts. A systematic study of each area in the district exposed to these tensions needs to be made in depth.

6.2 Whether it is the reduction of inequalities of income or any other goal like the achievement of high levels of social development, one can only say that the road is far longer than what our present speed of development would enable us to cover.

"*La puissance d'une idee en marche*".

A METHODOLOGICAL APPROACH TO SOCIAL PLANNING IN THE DEVELOPED SOCIALIST SOCIETY

Dr. J. MIHALIK
Bratislava School of Economics, Czechoslovakia
Visiting Professor, University of Madras, Madras-5.

(Lectures delivered at University of Madras, April 1973)

Social planning as presented in this lecture comprises mainly the following :

I. Theoretical part implying :

1. Approach to development as a social process

2. The main trends of social development in the socialistic society

3. The unified concept of development planning

4. Specific objectives of social planning

II. Methodological part of planning at macro level comprising :

1. System of plans

2. Sections dealing with social problems

3. The part of the plan dealing with economic development

4. The formulation of the section of the plan concerning the social development

(a) Human resources development

(b) Education

(c) Income distribution

(d) Health care

(e) Housing

(f) Social security

(g) Human enviromment, working and living conditions

(h) Leisure time

III. Methodological part dealing with social planning at micro level

1. Development as a Social Process

The development of a socialistic society is itself a system of *social processes* with many dimensions, political, economic, social, cultural, psychological and others.

Development as a social process involves the changes of the social structure of society, changes in the economic structure related to the growth of technology and increase in productivity, the development of new economic and social institutions, the strengthening of political institutions, changes in cultural values and attitudes and many other interrelated processes. In this broad sense social development may be understood as synonymous with development itself.

Although the unity of the system of social processes is without doubt, for practical purpose we can isolate some of the sub-processes of development. In our case, it can be done with respect to social and economic developmet and to consider them in more restricted terms keeping the broader issues in mind.

That is because the concept of development as a social process has not been yet satisfactorily developed perhaps due

to appearance of the new interdisciplinary frontiers and there is a need *to see the relevance of the partial approaches* to the development of the society as a whole.

2. *The Main Trends of Social Development in the Socialistic Society*

In the socialistic society the *main trends of social develpment* can be described as a process in which the socialistic society

—drives for classless society with social equality of all people, based on the social ownership of means of production,

—drives for a society of free and consciousness working people for which the work has become the first need of the life,

—drives of a society of a high productivity of labour,

—drives for a society of self-governing of all state and social affairs.

These processes are reflected in following main socio-economic trends :

—on the basis of over-all development over-all social equality is created

—the socio-economic gap between towns and rural areas is tending to get closer

—there is a process under way to unifiy the content of the work done by the workers and technical and managerial personnel in the production sectors of national economy as well as to increase the cultural level of workers to the level of white collars

—there is a process to create even working conditions and equal conditions in distribution of income

—the active role of people's participation in managing of the economy and social affairs increases

—the meeting of the needs of material and cultural requirements for all people is realized in line with grow ing social needs, individual desires and personal taste

—there is an effort to reach harmonious interests between individuals and society on the basis of social and personal interests

—the conditions for full development of personality, talent and abilities of a man are created

—there is a process in which the work of a man is gradually changed from necessity to an inner need of each member of a society

—there is a trend to bring near all nations on the basis of common economic, political and cultural interests of cooperation and mutual help

3. The unified Concept of Development Planning

Development planning is based also on a unified concept of development, embracing economic as well as social components of development.

There is a common and specific feature between economic and social planning. *Common to both parts of development planning* is that both social and economic planning are aimed to meet the central objective of development-namely higher standards of living. However, the category of standards of living is not an exclusive phenomenon of either activity. There are activities such as technological development, scientific research, cultural development and others leading also to the achievement of the higher standards of

living. Moreover the standard of living concept does not cover the whole complex of life of a society.

As for economic development and economic planning improvement in the level of living is invariably one of the aims, but this may be thought in the first place in terms of the economic growth to mean volume of goods and services available per person, stressing the economic tools, means and interests such as productivity, efficiency, profitability, etc. Neverthe less provisions for higher level of gainful employment, a higher income, a greater security and a more solid infrastructure have social ends as well.

An *approach of social development and social planning* claims also the improvement of the level of living as one of its aims, but this may be thought of not only in terms of improvement of the standard of living in general but first of all in terms of equality of opportunity in development efforts for all (human resources development), in terms of equal conditions for distribution of wealth and income, in terms of social security in sharing the results of the wealth—creating process (pensions, housing, etc.) in order to promote over-all process of growth and more thoroughly human life.

4. *Specific objectives of social planning*

When the improving of the level of living can be considered as one common objective for both economic and social planning, there are many *other specific objectives* pertaining to each part of the development planning.

Planning for social development should have as *its objects a goal to improve society's social structure and to promote progressive socio-economic changes which conditions the rational and effective use of available human and physical resources.*

To meet the needs of social development in its broadest sense, with particular relation to improving social structure and promoting social changes the following groups of problems are of particular interest to social planning:

A comprehensive goal is to work out social needs in general social aspects of consumption and to set priorities in meeting these needs. The leading principle is to determine such aims, goals, targets and priorities to meet them that would aim at more greater social equality of society as a whole.

The main field of interest of social planning is concerned with the following:

(i) *Human resources development* covering broader area of human development, such as population, education, employment. The main idea to be followed is attainment of social justice in terms of opportunity given to human beings in development, next how education and employment contribute to the growth and development of men, how it makes for a more equitable distribution of income, how it provides more people with the opportunity for acquiring skills.

(ii) *Income distribution* embracing all forms of income distribution and redistribution, having in mind attainment of a reasonable level of social equality and related consequences for a pre-condition of material incentives and efficiency.

(iii) *Social security* aimed to meet social needs in the field of education, health and medical care, nutrition, housing, pensions (all kinds of pension schemes, e.g. old-age pensions, disabled, widows, orphans' pension etc.), child

care (children's allowances, benefits etc.) and social welfare services.

(iv) *Institutional and structural changes* (development of institutions) including people participation in development.

(v) *Human environment development* including the working and living conditions and leisure time.

(vi) *All-round socialistic development of man*

II. METHODOLOGY OF SOCIAL PLANNING AT THE MACRO LEVEL

The main methodological Questions concern the system of plans, sections of the plan concerning economic and social development and formulation of the plan.

1. *The system of plans of the national economy* consists of the following plans :

(i) The State plan of development of the national economy as the basis of whole system of plans;

(ii) the State budget;

(iii) the credit plan ;

(iv) the treasury plan ;

(v) the foreign exchange plan ;

(vi) the economic plans of the National Committees, branch directorates and all other State and socialistic organizations.

As for period of drawing up of the plans there are

—long-term outlooks (elaborated for periods of 10-15 years; simultaneously with every five-year plan).

—long-term plans (usually for a five year period)

—short-term plans (for one year period, based on five year plan).

In Czechoslovakia there were elaborated already five Five-Year Plans (last one for period 1970-1975).

The State Five-Year Plan of development of national economy is a complex economic plan. It is a state document (State Plan Law) which outlines the concept of the development of the national economy and its proportions, the way of achieving structural and qualitative changes, the concept of the expansion of the international division of labour, the training of qualified cadres, the growth of the standard of living and public consumption, the concept of the economic policies, which form the framework for application of economic instruments.

The plan contains a list of assignments for the individual economic sectors. For convenience the assignments-usually referred to as plan indicators-are grouped in separate sections.

2. *The sections dealing with social problems* are given a prominent place in the plan. The plan sets the targets, namely for increasing the employment of the population, raising incomes, development of education, extension of the network of schools and other educational institutions, development of health protection, speeding up housing construction, improving of social security, satisfying cultural requirements, improving of working and living conditions with special reference to human environment.

The part of the plan dealing with economic development includes the following sections: industry, agriculture, capital construction and building industry, transport and communications, foreign trade; material and machinery supply; retail

trade; the standard of living as well as the development of individual economic areas.

The generalizing section of the plan includes the main indicators for material production, labour and wages, finances, costs and accumulation, consumption and the standard of living indicators.

3. *The formulation of the section of the plan concerning the ocial development* problems consists of:

—preparatory research and study,

—assessment of needs,

—determination of objectives and priorities,

—definition of the general plan framework including assessment of available resources and policy orientation,

—elaboration of basic policies and integrative strategies,

—sectoral planning, programming and project formulation,

—co-ordination of sectoral plans and programmes and allocation of resources and final co-ordination and integration.

Methodology applied in the individual social field or sector to some extent is common. However it differs according to specific features of each social problem or sector.

The main attention in developing planning methodology has been so far devoted to the following social problems:

1. Human resources development
2. Education
3. Income distribution
4. Health care

5. Housing

6. Social security

7. Human environment including working and living conditions, Leisure time

Common features in methodology in above mentioned social problems can be seen in the way of setting up of objectives and targets, in approaches to analysis and prognosis although each area concerned had its own specific methodological techniques and problems of reaching the desirable end. The point of departure for solving all social problems is to safeguard lifelong and social certainty, to improve systematically the living and working conditions of the broadest strata of the population and to strive for an all-round socialistic development of man.

Some main methodological problems of *human resources development*:

At the level of setting up of objectives, targets and determination of priorities the planning process comprises :

—determination of objectives in the rate and amount of increase of employment in accordance with the principle of full employment.

—determination of objectives in the distribution of manpower.

—stipulation of principle and policy of better utilization of human resources

In elaborating the employment strategy there is an effort to meet the aim of full employment that is a very significant principle (economic law) of socialism.

Unemployment is ruled out both theoretically and practically.

The full employment can be defined

—as employment of able-bodied population in the national economy (social production) and

—as activity of able-bodied population in the socially useful work.

This definition is to say that both work in the national economy (social production) and work at home by housewives and in self-supporting subsidiary economy, or study and apprenticeship are socially useful and necessary and has to be exerted in some proportions for the best functioning of the national economy.

The setting of objectives of employment is also an extension of development concepts and approaches. From the development of human resources point of view two of them are of special importance.

The first is based on better utilization of extensive components in development. This implies that increase in production is primarily attained through the expansion of a greater volume of social labour, mainly by rising employment (enlisting new labour force), and by expansion of productive capacities without effective change in their technical base.

The second is based on better utilization of intensive components of growth. In this way the increase in production is primarily attained by getting better results from a given amount of labour. Among the main sources of intensive growth can be classed the introduction of new technology, the choice of the most effective structure for industries and branches of production, the improvement in the organization of work, technical improvements etc.

Both approaches are applied simultaneously, while the greater emphasis is put on the first when there is a need to put to work free manpower resources and on the second when the resources of manpower is virtually exhausted.

Determination of objectives in distribution of manpower implies mainly the scope of transfers between the republics and among regions. Other distribution is followed in controlled way as the trend of rising in employment of housewives and family members providing assistance, transfers among spheres and branches, movement of manpower from agriculture to non-agriculture sectors and others.

The provisions for better utilization of manpower tend to make the plants and organization more interested in saving the labour force putting in effect several instruments. It may be for example the wage fund set for certain amount of production without setting up the average wage, which can be raised by the enterprise by saving of labour force and others (e.g. upper limit of recruitment of manpower in certain area).

The methodology of human resources development planning implies among other the *analysis of human resources and methods of determination of demand and supply of manpower.*

The analysis comprises :

—populational aspects of human resources.

—programme aspects of human resources development (mutual relations between economic and social aspects in human resources development).

—structural aspects of manpower (sectoral and territorial).

—migrational aspects of manpower.

The populational aspects of human resources may be understood to include the specification and analysis of following:

human resources (HR)

manpower resources (Mr).

new manpower resources (Mrn)

redistributed manpower resources

economically active population (Eap)

population in work (active) age (16-59 men, 16-54 women).

The human resources include the manpower resources plus not employed population in school age (Ps) and pre-school age (Pps), plus not employed persons over the active age who want to work (Poa) (HR = Mr + (Ps + Pps + Poa)-

Manpower resources include the persons of active age minus permanent disabled persons, plus employed persons under or over active age. The *new manpower resources* include persons (population) not yet economically active who want to work (youth, housewives, able-bodied and healthy people who dodge work, and persons aged over the limits of active age who want to work).

The determination and analysis of manpower resources is complicated by the problem how to measure disabled persons in work, housewives in work, agricultural population over the active age and still working. Another problem is connected with setting of active age (it depends on educational system, legislation, actual ability of youth to work (etc). The tabulations mostly used for analysis are: classification of the population according to group of age,

sex, sources of subsistence (agriculture, other branches) according to urban-rural criteria etc.

The methods of determination of demand and supply of manpower may be used as follows :

—estimation of perspective changes and extrapolation of previous development.

—on the basis of standards (norms) taking full account of the present situation and expected development of production and technology.

—on the basis of international comparison.

—on the basis of mathematical methods.

—the balancing method.

The most used method is the balancing method.

Some main methodological problems of *educational planning.*

It is a question of controversy where is an exact line between educational planning and manpower planning. Both are closely related to each other, use the similar methods.

Specific features of both planning may be seen in placing emphasis on the different aspects of the human resources development.

At the leval of setting up objectives there is an effort to work out objectives comprising :

—development of the school system in order to make it still more democratic in terms of providing as high education as possible to greatest part of the people,

—introducing gradual transition to the high school education (secondary) to all young people,

—closing the gap in the content of curricula among different types of the secondary education (it) means the comprehensive secondary school preparing students mainly for study at the university level, the specialized secondary schools (technical and vocational schools preparing the students mainly for practical activity) and specialized and trade schools - apprentices schools, preparing qualified workers,

—placing the more emphasis on extension of theoretical knowledge and wider profesional background at the higher level of education having in mind the need to deep specialisation after graduation at the post-graduate forms of study,

—working out a comprehensive system of post-graduate educational system,

—safeguarding appropriate personal, financial and material conditions for development of all types of schooling.

Methods of planning in the educational sector

The plan in the educational sector is prepared on the basis of the following :

(a) Population statistics or, in the case of long-term plans, projections (for primary and secondary schools) ;

(b) The need for qualified workers in the various sectors of the national economy (for secondary schools and higher educational establishments) ;

(c) The need to ensure that more women are included in the labour force (organization of pre-school and out-of-school education) ;

(d) The existing situation with regard to fixed capital (for capital construction plans) ;

(e) The estimated number of students discontinuing their studies at different educational levels.

On this basis, the increase in the number of students and graduates of educational establishments, the requirements for teachers' class-rooms and school equipment and the financial resources needed can be determined.

The number of classes needed can be planned according to the standards given for the size of classes in various school levels. For example, the standard for nine-year primary school class is not less than fifteen nor more than thirty pupils, classes in schools for physically and mentally handicapped children must not exceed fifteen pupils, classes in comprehensive secondary schools are intended to have about thirty-five, maximum of forty pupils, specialized secondary about thirty-five and specialized and trade colleges not more than thirty students.

The standards given above for the size of classes in various school levels and categories cannot always be adhered to, since the figure depends on the number of schools and the density of the population.

The number of teachers needed can be ascertained from the planned development of the various school categories by using the following coefficients :

Category	*Number of teachers per class* (section)
Nurseries	2
Nine-year primary schools	
classes 1—5	1
classes 6—9	1.6

School brigades and clubs	1
Schools for mentally and physically handicapped children	1.1
Comprehensive secondary schools	2
Specialized secondary schools	2
Specialized and trade colleges	0.8
	Number of students per teacher
Higher educational establishments	7.4

Plan for placing fifteen-year olds

On completion of the basic nine years' schooling (or the course in schools for physically or mentally handicapped children), young people are placed in accordance with an indicative placement plan. The individual indicators of this plan are determined by the current needs of the national economy, taking into account the tendency for a gradual rise in the educational level of young people.

For example, out of the total number of fifteen-year olds :

...per cent continued to study in secondary schools,

....per cent continued to study in trade (apprentices) schools,

...per cent entered employment,

...per cent continued to attend nine-year schools,

....rest remained at home or were not placed.

Meeting the needs for specialists who have completed their studies

During the course of planning, a number of methods for the long-term fulfilment of the need for specialists have been worked out. The use of one method or another

depends on many factors. At the present time, the planning organs are using a combination of some of these methods:

1. Extrapolation of past trends;
2. Comparison method (method or model factories and of international and regional comparison);
3. Normative method;
4. Saturation rate method;
5. Method of estimated qualitative changes in the composition and size of the labour force.

No single universally accepted method exists. The solution lies in a combination of different methods and in a comparison of the results achieved by different means. Only in this way can the most accurate and reliable results and conclusions be arrived at.

Some main methodological problems *of income distribution planning*:

At the level of setting up objectives, goals and determination of priorities there are activities in the direction as follows:

—to raise the level of income of the population

—to achieve more equitable distribution of income of the population

—to make the income serve as the instrument to promote economic development.

In the raising of the level of income the following main factors are of greater importance:

(i) increase numberd of wage-earners in the family
(ii) the accumulation of additional sources of income

(iii) the changes in structure of skills and of employment

To achieve more equitable distribution of income of the population the trends should be as follows :

(i) general tendency to narrow the spread in income from employment (reduction in differentials between nonmanual and manual workers, professional and non-professional workers etc.) while proper skill differentials are maintained within categories of workers;

(ii) an effort to reduce the differentials in earnings by sex by raising the level of women's wages in relation to those of men. The cause is mostly the lower qualification of women and consequently lower work positions. Women have to be encouraged to take full advantage of their equality in the access to education and training;

(iii) the trend to reduce regional differences in income. The basic rates of wages are not in principle differentiated according to regional conditions of work and if differences in average earnings by region occur, they are usually a result of differences in structure of employment that is and can be still gradually changed;

(iv) the trend in lowering the differentials in income occurs in relation to worker-peasant incomes. The peasants' incomes and their trends were undergoing basic changes. Its growth was rapid. Now the peasant's income represents more than 85% of the income of worker in industry. Further development depends on the level of productivity of unified agricultural cooperatives;

(v) the trend in income distribution towards promoting changes in the social structure according to social groups (in respect of the changes in income brackets) in order to promote the social equality of the society as a whole.

The main methodological approach to the planning of income distribution implies mainly the following:

—setting the way of distribution of national income in the next forms:

(a) accumulation fund (part of national income used for capital formation and reserves)

(b) consumption fund (for personal and public consumption and for general administrative expenses)

—setting the way of distribution of consumption fund into:

(a) personal (private) consumption, distributed in the form of personal income for work done (wage income)

(b) public consumption, distributed in the form of benefits and services received under public expenditure.

The net revenue (national income = newly added value in the national economy during a certain period) should equal to the expenditure on investments (accumulation) as well as on personal and public consumption (plus reserves). The ratio in which national income is divided between accumulation (investment) and consumption and the magnitude of both these funds indicate the investment expansion at the given time and intentions for immediate raising of the standard of living.

Both personal and public consumption (in the case of public consumption - monetary income) should correspond to the value of commercial supplies of consumers' goods and services and private savings.

When greater emphasis is given on maximization of investment, consumption increases less rapidly and vice versa. The preferences depend on objectives to be achieved in a given period. Higher investment drive may imply but not necessarily so relatively faster rise in the public consumption fund than in personal consumption.

That part of consumption which corresponds to wage income is larger than that corresponding to public consumption. It varies between 70 and 75 percent, while the second one around 30 to 25 percent.

Wage income is to play a double role: to function as an intensive to work and as a factor of raising the level of living. In the first role it appears as a nominal wage differentiated according to the work done The second role appears as a real wage derived from the relationship between nominal wages and the cost of living.

Some main methodological questions to be answered are concerned with following:

—setting up relations between income policy and employment policy

—putting the basic policy for wage income and for development of retail prices

—determination of wage system (wage scales, wage rates), ratio between basic wages and bonuses and premiums

—determination of criteria for differentions of wages

—elaboration of methodology of planning of wages (fund of wages, minimum and maximum wages)

—determination of institutional structure, tools and machinery for drawing, fulfilment and control of the plan.

Distribution through the *public consumption fund* is considered as a supplement to the main form of distribution —distribution by the quantity and quality of work done.

The public consumption fund is the main source for supplying the needs of the population mainly in the following areas : education, health care and health insurance, family allowances, pensions, social welfare services, partly housing and others.

All social groups share equal advantages of the services rendered free of charge in the field of education, and health care, regardless of their present, future and past merits.

In other sectors, such as pension, security or housing, individual social groups participate in the scheme, somewhat on individual or group basis ; for example according to their social status (workers, agricultural farmers, pensioners etc.), or according to the level of their income flat allocation based on the level of income, number of children etc.).

The services and advantages from public consumption fund increase the wage income about 25-30 percent.

Some main methodological problems in the field of *health care* :

At the level of *setting up objectives* the planning activity comprises :

—the formulation of objectives on the field of improving of the health situation, of the population (reducing of communicable diseases, improving the environment) pollution, noise, vibrations etc causing diseases, ete., improving the health condition of certain social groups, (e. g, elderly people whose share is growing in the total population, children etc.)

—the determination of targets in the development of preventive health care (improvement of preventive and therapeutic care at the public (community) work, health centres at the district level-comprising for example 3000—6000 inhabitants, at polyclinics and hospitals, better utilisation of services and better equipped facilities, etc.)

—working out targets for producing and distribution of medicaments (with reference to new methods of treatment of diseases and managing of distribution of drugs)

—setting up targets for development of spa treatment (with respect to continuation of treatment in specialized facilities)

—determination of objective for epidemical and hygienical protection

—determination of targets concerning material and personal affairs.

The methodology comprises analysis of situation and conditions in health care, prognosis of development and elaboration of indicators of a plan.

The analysis and prognosis deals with all facts concerning the health situation of population and its development (vital statistics, birth, infant mortality, death analyzed by cause etc.) and with indicators reflecting the level of health care:

(a) number of hospitals or institutes

(b) beds

(c) medical posts

(d) bed per medical post

(e) patients admitted

(f) patient days

(g) average duration of hospital treatment in days, all following health facilities: hospitals, specialized institutes, T B sanatoria, mental hospitals, rehabilitation institutes, specialized sanatoria, maternity homes, infant institutes, etc., as well as in the other health facilities such as nurseries, health, public and factory centers, blood transfusion service, ambulance service, hygienico-epidemiological services and others.

Special attention is given to the analysis and prognosis of needed medical persons and their assistants.

There are standards set per unit for all health facilities. A unit is taken as 100 beds in hospitals, sanatoria, nurseries, etc., 1,00,000 inhabitants for drug stores (pharmacists), I class in the health schools, etc. Standards are counted per unit e. g. 90 health personnel per 100 beds in hospitals.

Importance is attached to the planning of doctors, which are counted in indicators which show the number of inhabitants per doctor.

The analysis and prognosis on the field of health care imply also development of investment requirements according to the individual health services provided by the

hospitals, specialized institutes and other facilities as well as expenditure on drugs, medicines and other special supplies of health material.

Some main methodological problems in the field of *housing.*

At the *objectives setting level* there is a need to elaborate the objectives and goals in housing construction to meet the public's demand for the housing. It is done on the basis of analysis of previous development of the housing situation, existing standard of dwelling and demand for quantity and quality of housing.

The objectives are to meet the following requirements:

—to develop housing construction for those people who do not have flats (mainly young people) for those who have insufficient flats and for those who want to improve their standards in dwelling;

—to set the forms of housing construction (state house building scheme, cooperative housebuilding scheme, factory housebuilding scheme and private family houses scheme;

—to develop adequate standard of dwelling;

—to allocate housing construction according to principles of urbanization and planned guided settlement.

The concerned *methodological problems* are

to start with the *analysis* is needed on the situation of available houses and dwellings. In the analysis the total dwelling and forms of housing construction are evaluated as well as the structure of dwelling in respect of the number of rooms and the standard of equipment and facilities in houses and dwellings.

The total magnitude of houses and dwellings is analyzed by the following indicators:

—Total dwellings constructed

—State, cooperative, works (factory) housing construction

—Private house building

—Total living space in 1000 m^2 (and according to the forms of building construction).

The *structure of dwelling* is analyzed by indicators showing

(a) the percentage of total number of dwellings break down as follows:

—flatlets (no separate kitchen)

—kitchen and 1 room

—kitchen and 2 rooms

—kitchen and 3 rooms

—kitchen and 4 or more rooms;

(b) the average number of rooms per dwelling.

(c) the average living area per dwelling in m^2.

The *analysis of equipment and facilities* provided in houses and dwellings is to show the percentage of total number of dwellings equipped with the following:

—gas

—hot water

—central heating

—central heating and hot water

—gas, central heating and hot water

—modernly equipped laundry

—built-in-furniture.

The prognosis of development of the housing construction in the planned period uses the outcomes of the analysis and elaborates the following forecasts :

—the growth of the population

—the growth of households

—the improvement of the standard of dwelling (mainly in expansion of the number of rooms and the average living areas)

—the development and improvement of the standard of technical equipments and facilities (gas, central heating, hot water, built-in furniture, laundry, etc.) and the standard of communal (public) facilities (roads, shops, cultural centres, schools, parks, restaurants, etc.)

—the development of localization of housing construction in the line of desired urbanization and settlement

—the development of investment and material basis for housing construction.

Some methodological problems in the field of *social security*.

At the *objective setting level* the main tasks are as follows :

—to provide the social security services in coincidence with the economic possibilities of the society

—to safeguard social security on the basis of three main principles :

(i) universality of social security

(ii) to meet the demand that social security realizes a fundamental citizen's right guaranteed by the constitution

(iii) to meet the demand that social security benefits are calculated not only in respect to the work performed, but also in view of the needs,

The principle of universality reflects the fact that *there are groups* of inhabitants as children and mothers who take care of them, old, sick and disabled citizens, *whose security is within the responsibility of society.* Free medical services are granted almost to all inhabitants. The pension schemes cover all employed persons, members of production and agricultural cooperatives, self-employed persons and all citizens within specified incomes. Only self-employed persons are not entitled to free medical care, sickness benefits and family allowance.

The principle that social security realizes a fundamental citizen's right guaranteed by the constitution manifests itself among others also in the fact that the working people *do not have to pay special contributions* and that benefits are paid out by government agencies co-operating with the trade unions and with the offices of the agricultural co-operatives with expansion of self employed writers, creative artists, etc. who have to pay a summary contribution toward health and pension security.

The third principle is expressed in the rule that *the rate of benefits* that *are fixed* substantially replacing the recipient's earnings so *that the amount should cover the basic necessities of life.*

Integrated system of security includes in particular health and medical care, sickness insurance, family allowances, pension security and social welfare services.

The objectives to be elaborated for specific field are to ensure :

In the health and medical care to all people adequate and accessible health care. It means to provide preventive and therapeutic care to protect, maintain, foster and renew health. The concept of prevention is not understood merely as the fight against infectious diseases, but in the wide sense of health care (immunization, special consultation services for pregnant women, child care, supervising of working conditions, etc.). Therapeutic care includes in particular treatment during sickness, after accidents, during and after pregnancy, dental care, etc.

In the *health insurance* to ensure that long-lasting illness should not cause any substantial reduction in the level of living standard of the patient and his family (The health insurance scheme covers all wage earners and members of producers cooperatives and their families. It provides *material benefits*) spa treatment and recreation (*cash benefits*) sickness allowances, financial support of childbirth, funeral grants, etc. (and *children allowances.*)

In the *pension security* to safeguard citizens in cases of old age, disability and partial disability and family dependants who have lost their breadwinners. (Pension schemes covers all working people. The following benefits are granted under the pension scheme : old-age, disablement, widows', orphans', housewives' social pensions).

The *social security services* are not constituting a uniform organizational system. Some of them are incorporated in

the health services (mother and child up to 3 years), or in the system of education (the care of children and youth above the age of 3. Services in the field of family planning and in the fight against alcoholism, have because of their multilateral aspects, been entrusted to the complex direction of inter-administerial bodies) the State commission for Population and the Central Anti-Alcoholic Board. (The social services (of all kinds) are dispensed by the State through its territorial agencies ; a certain share is taken by the voluntary social organization-Red Cross, Association of Disabled, Trade Unions etc. The socio-diagnostical work is done by the professional and voluntary officers of the national committees (social advisers, members of the citizens' committees etc.) The objectives in each respective field is set by a given authority.

The *methodological problems* are mainly concerned with the setting up of techniques for elaboration of coverage in terms of persons eligible for a certain scheme and with the techniques for elaborating of expenditures to cover the social security needs from main sources (state budget, organizations, population, other sources).

Some methodological problems in the field of *living environment* and *leisure time.*

At the level of *setting up objectives* the main attention is attached to the following :

—in the field of protection and development of the nature environment there is the need to set the goals for protection of country sceneries, development of the national parks, reservations, forests, caves etc. as also setting the goals for protection against air pollution, water pollution, excessive noise etc.

—in the field of protection and development of working environment there are goals set up comprising the development of over-all level of culture of environment as for example suitable temperature, clean and nice work place, aesthetic arrangement of rooms and workshops including pleasent lights, colour designs, rest corners, good cafeterias, showers, hot water etc.

—in the field of development of urbanization and development of living conditions the setting up of the goals implies channeling of the trend of urbanization, settlement, development of public facilities and technical equipment of houses and expansion of parks, forest islands, gardens; roads, trafic and communication system.

The setting up of objectives in the field of development of leisure time is based on two factors:

—on the socialistic way of life .

—on the way of resting and relaxation after work

In the elaboration of objectives there is an important place given to the collective way of utilizing leisure time organized by the trade union or by the factories in the recreation centres and rest homes, and to the individual way of using the leisure time. While organized form of utilizing leisure time by the trade union is at the developed level, much more is to be done about part of leisure concerning individual way of organizing it especially to relaxation after Work This is linked with the system of organization of conditions to spend free time. Should it be in well equipped cultural centres in the large apartment houses, or on the basis of all-round self-service of each family in the shell of her apartment ? Another problem is concerned with wide-scale development of services which may take great part of free time if not sufficiently developed.

The *methodological approaches* to the elaboration of the objectives imply *analysis* of a given situation at the respective field, determination of *standards* as a basis for channeling of a certain development (for example the standards for acceptable pollution of air, water, for needed area of green lands, parks, etc.), *prognosis* of development of each field of living environment, *measures* (juridical, financial and others) for keeping the environment protected and finally *allocation of re-sources* for development of living environment.

At the field of development of leisure time methods imply the analysis of development and further expansion of organized utilization of leisure time as well as sociological methods applied for getting knowledge of the way the population used to spend its leisure time and prognosis of further development of the ways in utilizing leisure time.

III. METHODOLOGY OF SOCIAL PLANNING AT MICRO LEVEL

The social development planning as micro level deals with the following main methodological problems:

1. The structure of the social development plan at the factory level.

   The main objectives of the plan

   The some methodological problems of elaboration of the plan.

1. *The Structure of the Plan*

The structure of the social development plan at the factory level emerges from the complex development planning in a factory. Whole structure of development planning is shown in the chart.

2. *Main objectives and Targets of the Plan*

The *main objectives of social development* are derived from the aims of the social development in the socialistic society. At the factory or at the institution level the plan is understood to be *a plan of social development of a factory's (institution's) collective.* It means that it is concerned with development and well being of a collective of the people of a factory (institution) as contrasted with economic plan dealing with production, technology and economy. That is why the main objective of the social development plan is to transfer a working collective of a factory (institution) characterizing the socialistic society into the working collective of a developed socialistic society and in the perspective into a working collective of the communist society.

The setting up of objectives for the individual parts of the social development plan can be described as follows :

1. Objectives and targets of the *plan of the development of the social structure* implies the trend of changes in the social structure in the collective of the factory that would lead towards greater social equality of the society as a whole. These changes are connected primarily with the changes in the content of the work determined by the technological development.

In the social group of workers the development of the social structure rests with providing of progressive changes within the structure of workers. There is seen the *movement of workers among high qualified jobs, qualified jobs, less qualified jobs and unqualified jobs.* Most important tendency characterizing the changes in the social structure is the tendency aimed towards lessening of the share of unquali-

The structure of the development planning at the factory level

The comprehensive development plan

Plan of the production, technology and economy

—Plan of output
—Capital construction plan
—Plan of supply of material
—Plan of technological development
—Plan of power
—Plan of transport
—Plan of labour
—Plan of cadres
—Financial plan

Social development plan

—Plan of development of the social structure
—Plan of the raising of the level of living
—Plan of the improvement of the working conditions and safety of work
—Plan of the development of the initiative and strengthening of the socialistic relations
—Plan of the development of the human relations
—Plan of the development of the social services
—Plan of the development of living condition and utilization of leisure time

Collective Agreement

fied and less qualified jobs and towards extension of qualified and high qualified jobs. It is based on the increasing of the level of general and technical education commensurate with the technological progress.

Another objective concerning the development of the social structure of workers implies planned regulation of migratory movement of workers, within the factory, special care of employment of women and youth and of disadvantageouss groups.

In the social group of white collars the changes in the social structure comprise the trend towards increasing share of highly qualified white collars, mainly in the managerial staff and in the factory research and towards decreasing share of low qualified white collar workers.

2. Objectives and targets of *the plan of raising the level of living* comprise the trend of raising of income mainly of the workers and employees in the lower income brackets, the trend of growth of social services provided by the public consumption fund of a factory, the trend towards introducing harmonious structure of material and moral incentives and development of sound income differentials among individual social groups.

3. Objectives and targets of the *plan of the improvement of the working conditions and safety of work* comprise

—introduction of the hygienico-health measures

—improvement of psychologico-physiological conditions

—improvement of the safety of work and health care.

The targets of the hygienico-health measures imply among others improvement of micro-climate, reduction

of noise, pollution caused by gas, dust, reduction of vibrations in the workshops as well as schedule for cleaning up of workshops.

The targets for the improvement of the psychologico-physiological conditions imply improvement and development of industrial aesthetic /cleaning and order at the working places, painting of work places, tools and machines/, projection of the optimal schedule of work and rest (within the day, week, month, putting the music or gymnastic insertions during the breaks) determination of the optimal functioning of the technology in relation to psychologico-physiological features of a worker (organisation of the work place, designing of the tools, intensification of work, suitability of job, etc.)

The targets for the improvement of the safety of work and the protection of health imply the mapping of the factors resulting in injuries and sickness as well as the measures to prevent those accidents. It comprises measures against mechanical accidents (by machines), chemical accidents (gas, exhalations, high or low temperatures) i. e. measures aimed at improving the light at the workshops, etc.

4. *Objectives and targets of the plan of development of the initiative and strengthening of socialistic relations* imply

—the formulation of the socialistic relation to work comprising :

(a) development of socialistic emulation

(b) development of innovation and scientific and technical creations

—the development of people's participation in the management and public affairs

—the increasing of the level of general education, political activity and aesthetic development of a man

—the strengthning of work discipline

5. *Objectives and targets of the plan of development of human relations comprise*

—regulation of the sociological and psychological relations of the collective of all human beings by means of educational measures. It implies educational measures with respect to sociological and psychological particularities of the formation of the collective, putting emphasis on individuality of each person. The aim is to create a good psychological climate having features of mutual cooperation, help and respectful relations to each other.

—developing the good relations between official (formal) and unofficial (informal) structure of a collective at the factory or intsitution.

6. *Objectives and targets of the plan of development of social services* are worked out mainly to meet the following needs :

—development of housing

—improvement of health care

—improvement of factory catering (cafeterias)

—development of other services

Targets in housing imply among others meeting the needs of employees of in dwelling at the first place within the factory scheme of house building. It

covers the needs of housing in complex way for accommodation of apprentices, for single persons in dormitories etc.

Targets in the improvement of health care at the factory level are aimed mainly at the creation of the healthy working conditions (taking care of noisy, dusty, polluted workshops), next to the taking care of over-all health condition of workers and employees (taking care of showers, bath rooms, hygienical facilities, preventive checking up. prevention against work accidents, factory recreation etc.)

Targets in the field of factory catering comprise improvement of dining in cafeterias, introducing services of the hot meals for all shifts (2 or 3), organization of shopping of ready made foods, increasing of the level of culture of dining, providing cafeterias and other facilities with skilled personnel etc.

Targets in the development of other services imply the improvement of care of children in the factory nurseries, the development of recreational facilities for children, next the providing different kind of services for workers and employees (retirement application, administrative matters for every day life, consultations by senior officers of a plant in social and family affairs and like) safeguarding better transportation to and from work etc.

7. *Objectives and targets of the plan of development of living conditions and utilization of leisure time* are worked out to provide the following :

—improvement of living environment within the gate of a factory

—satisfication of the workers and employees in creating material conditions for public and cultural activities

—contribution of the factory to the beautification of environment outside the gate of the factory

—cooperation in building up living environment at given area with local administration to see joint venture for development of better living condition in the area.

—reaching the optimal possibilities in utilization of leisure time. It means organising free time of workers and employees in close relation to the structure and magnitude of work time and with respect to the individual interests of social groups,

—building up appropriate services to meet the demands in utilization of leisure time.

3. *Some Main Methodological Problems of the Drawing up of the Plan*

The methodology of drawing up of the social development plan implies

(a) analysis and prognosis of social development

(b) working out of indicators of a plan and elaboration of the plan

(c) measures for the implementation of the plan and for its control

(d) setting up the organizational structure for social development planning.

The aim is to formulate the basic initial data and facts for the plan. It is also aimed at providing sources material for the setting up of objectives for social development in the factory as whole (factory as a social system-people,

social structure, relations within the structure, relations towards means of production, etc.) as well as for individual parts of the social development plan.

Prognosis is done before the plan is drawn up or simultaneously with the planning process. Evaluation of prognosis provides an important material for formulation of the objectives and the plan itself. Its meaning rests in the fact that it provides informations on the social development the great part of which is not quantifiable.

The methods used in the analysis and the prognosis of social development is to some extent identical with that used for economic development (in the case of human resources development, income distribution) but to a great extent differs from that used in economic planning.

To mention some of them the *following methods can be used*:

(i) the method of extrapolation of previous development, the method based on analysis of the relationship between economic and social development, the balancing method, the norm or standard method the method based on estimates of prospective changes, the method of model factories, the method of international comparison,

(ii) the method of observation, interview, inquiry, sociometric method, method of experiment and others.

Elaboration of the *indicators of the social development plan* should be intended to express the development of the material and cultural conditions in the life of a collective of a factory, development of the man himself and influence of the social condition on the growth of the production.

They can be described as *indicators* of socio-economic character and *measures* for development of socio-psychological relations.

Socio-economic indicators characterize the growth of material and cultural conditions for development of a man, social group and a collective. They comprise indicators describing social and demographic structure, the structure of skilled workers, income distribution, improvement of working conditions etc.

The measures for development of improvement of the socio-psychological relations express the facts concerning the behaviour and consciousness and are oriented towards improvement of socio-psychological climate as for example: relations to work, to the factory, human relations, development of initiative of workers, people participation in the management, cultural activities, self-education etc.

The group of socio-economic indicators can be quantified and in the plan rather easy to be expressed.

The group of measures for development of the socio-psychological relations hardly can be quantified and because of that it is difficult to plan them in the straight way. It is possible however to express them by means of various measures.

The elaboration of some indicators and measures of both groups can be seen from the examples in tables 1-9.

The measures for the implementation of the plan and for its control imply in detail managerial, financial and political provisions aimed at meeting the objectives of the plan. Each part of the social development plan has a

special list of measures for a specific plan. It contains the name of measure, its description, assignment, who will be in charge to supervise the fulfilment, setting up the beginning and the end of period of implementation, determination of the costs to meet goals and targets in total as well as by sources of financing of each measure (factory funds, superior bodies, state subsides, others). There is also elaborated social effectiveness of measure. An important part of working out measures for the implementation of the plan is elaboration of measures in close relation to the political activity of workers and employees expressed in conscientious conviction of the people to fulfil the tasks. Important links in this respect are seen in considering the measures with the collective agreement made on behalf of workers and employees by trade union.

Setting up *organizational structure for social development planning*, imply elaboration of bindings and relations of the social development plan unit (section) with units of technological and economic and financial activities.

Development of organizational relations is concerned with building up contacts with the units of social planning at the superior bodies, with the territorial organizational system and with the political, trade union and public organizations at the factory level.

Among units dealing with social development planning can be quoted:

—*social planning section* or division attached to the department of over-all planning at the factory,

—*social planning committee* for formulation of goals, providing coordinating work among functional units having some relations to social development. Members are: vice

director of the factory, chairman of the party and trade union organizations at the factory, heads of departments and delegates of youth, women and other organizations,

—*social planning groups*, doing work and gathering the basic data for the individual sections of social development plan, within each unit at the factory,

—*laboratory for social planning* providing sociological and psychological observations, inquiry and other work needed for supplying of basic statistical material. Besides the head of a laboratory there are usually a sociologist, psychologist and a technician for data processing.

The work of building up of organizational structure for social development planning is closely related to the data gathering and data processing system. It means the reorganization of the blow of information, mainly statistics for the purpose of social development planning, which has been done for long time to a great extent from economic point of view.

ANNEXURE

Social and Demographic Structure

(Table 1)

Item	INDICATOR (SOCIAL GROUPS)	Initial Year		PLANNING PERIOD									
				19...		19...		19 ..		19...		19...	
		Total	of which women	Total	of which women								
1.	*Social structure :*												
	Total number of workers and employees of which :												
	Workers, Engineering and technical personnel Administrative personnel other.												
2.	*Age structure :*												
	Up to 18 years 19 to 30 years Over 60 years.												
3.	*Qualificational structure :*												
	Having general education Up to 5 years 7 „ 9 „												
	Having specialized. Up to 2 years.												
4.	*Employment seniority structure :*												
	Up to 0- 5 years 0-10 „												

Balance of Trades and Skill Structure of Workers (Table 2)

Item	Indicators (Groups of workers according to skill and trade)	*Total number of workers*		*Total Demand*				*Resources to meet demands*			
		Initial year 19........	End of the planned period 19......	To cover the increment (3-2)	To cover decrease due to planned departures (separations, schools, maternity leave)	To cover decrease due to non planned departures (fluctuation)	*Total 4+5+6*	Education and training in the apprentice schools	Training on the work	Other resources (recruitment of workers outside the factory)	Total
	1		3	4	5	6	7	8	9	10	11
1.	Total number of workers of which										
	1. High skilled of which by trades.										
2.	Skilled of which by trades										
3.	Sem; skilled of which by trades.										
4.	Non-skilled of which by trades.										

(Table 3)

Income Distribution at the Factory Level

Item	INDICATOR	Unit	Last Period 19.. , 19..., 19 ..,	Planned Period 19 .., 19.. , 19..., 19..., 19...
1.	Total income per employee	Crowns		
	(a) of which			
	—workers	Crowns		
	—ITP	,,		
	—Administrative personnel other	,,		
	(b) of which by social group			
	—Non skilled workers —Semi ,, ,, Skilled workers	Crowns		
	(c) of which per employee taking care of			
	1 person 2 persons 3 persons	Crowns		
2.	Total income per 1 family member.	Crowns		
3.	Average wage income of which social groups	Crowns		
4.	Low wages of which by social groups	Crowns		
5.	Structure of wage income	in ./·		
	500 — 1000 1000 — 1500			
6.	Income from public funds of a factory	Crowns		
	of which by important items housing	,,		
	by social groups workers			

Improvement of Working Conditions

(Table 4)

Item	INDICATOR	Unit	Initial Year	Planned Period				
				19 ..	19 ..	19 ..	19...	19...
1	Number of workers working in conditions:							
	(a) Normal							
	of which women							
	(b) Unhealthy warm conditions							
	of which women							
	(c) With excessive noise							
	(d) In dusty conditions over standards							
	(e) In ill-lighted conditions							
	(f) In other.							
2	Number of workers working at physically hard work of which women.							
3	Number of women in night shifts.							
4	Number of work accidents.							
5	Other illness:	Per 100 person						
	(a) Illness causing temporary disability to work.							
	(b) Average duration of temporary illness.	Per 100 worker days						
6	Reduction of pollution of air							
	water							
	other	(cm. 2)						

Development of Socialistic Emulation

(Table 5)

Item	INDICATOR	Unit	Initial Year	Planned Period				
				19...	19...	19 ..	19...	19...
1	*Emulation of Individual :*							
	The best worker of a factory							
	Pioneer of socialistic work.							
2	*Emulation of collectives :*							
	Brigades of socialistic work							
	Emulation for a flag of director.							
3	*Emulation of Youth :*							
	Emulation for mastership in trade.							
4	*Emulation to greet some occasions :*							
	To great Liberation day.							

Increasing People Participation in Management

(Table 6)

Item	INDICATOR	Unit	Initial Year	Plan Period 19..	19..	19...	19...	19..
1	*Direct forms of participation in management :*							
	(a) Permanent production meetings.							
	(b) Technical conferences.							
	(c) Member's meeting to discuss the plan.							
2	*Delegated forms of participation in management by trade union :*							
	(a) Economic and production commission.							
	(b) Commission of safety of work.							
	(c) Commission of social affairs							
	(d) Commission of wages.							
	(e) Cultural commission.							

Measures for Improvement and Development of........./Human Relation/ (Table 7)

Item	The name of measure and its description	Who will be incharge	Period of fulfilment		Cost to meet the target				Social effectiveness of measure
			Beginning	End	Total	From factory funds	From superior bodies	Others	

Social Services (Table 8)

a. Housing

Item	INDICATOR	Unit	Initial Period	Plan Period 19 , 19 , 19..., 19..., 19...
1.	Number of workers and employees and members of their families	Persons		
2.	The living space occupied by them	m²		
3.	Living space per 1 person	m²		
4.	The number of workers and employees having			
	(a) Flat in the state, co-operative or factory apartment house	Persons		
	(b) Not having proper dwelling	Persons		
5.	Dwellings equipped with			
	Electricity	./.		
	Water pipes	./.		
	Sewage	./.		
	Gas	./.		
	Bath room	./.		
	...			
	...			
6.	The number of workers and employees needed			
	(a) A new flat	Persons		
	(b) To improve their dwelling	Persons		
	(c) Other accommodation (dormitories)	Persons		
7.	The dwelling will be provided			
	(a) By the factory	m²		
	(b) By the national committee	m²		
	(c) In private family house.	Unit		

Social Services

(Table 9)

Item	INDICATOR	Unit	Initial Year	Plan Period 19 ..	19...	19 ..	19 ..	19...
1.	The number of places at							
	—nurseries	Persons						
	—recreational facilities	Persons						
2.	The number of children not having places							
	in nurseries	Persons						
	in recreation facilities	Persons						
3.	The staff for nurseries	Persons						
4.	Financial funds to cover expenses	Crowns						
5.	The number of pensioners at factory	Persons						
6.	The financial subsidies for handicaps, orphans, widows	Crowns						
7.	The services provided in							
	Shops ..	Unit						
	Service stations							
	Hair dressing							
8.	The number of workers needed transport to work in I. II. III. shifts	Persons						
9.	The consultant teams	Unit						
	...							
10.	Total expenditure on social services.	Crowns						